REPORT

OF THE

ADVISORY COMMITTEE

ON THE

PAQUETTE COMMISSION REPORT

FEBRUARY 1986

R E P O R T

to the

MINISTER OF EDUCATION

PROVINCE OF P.E.I.

by the

ADVISORY COMMITTEE

on the

PAQUETTE COMMISSION REPORT

February, 1986

T.C. Wilkinson
Chairman

MINISTERIAL ADVISORY COMMITTEE

ON THE

PAQUETTE COMMISSION REPORT

February 14, 1986

Hon. Leone Bagnall
Minister of Education
Province of Prince Edward Island
Charlottetown, P.E.I.

Dear Madame Minister,

We are pleased to submit to you the report of the Ministerial Advisory Committee on the Paquette Commission Report.

Since our first meeting in April 1985, this committee has met on twenty-five occasions. During these meetings we have attempted, to the best of our ability, to carry out the general mandate given to this committee in your statement to the P.E.I. Legislative Assembly on March 12, 1985.

The committee has studied and reviewed each of the Paquette Commission recommendations. We have examined their feasibility and the practicality of their implementation. We have, in some cases, offered alternate proposals for implementation where we believed it was advisable.

In addition, this committee has assessed the cost implications of these recommendations, particularly in view of the cost factors. The preamble at the beginning of each of the four sections of this report identifies our attempts to place these recommendations in priority. Many recommendations in Section 2 and 3 can be easily implemented and their location in the report should not needlessly delay action on their implementation.

May I inform you, Madame Minister, of the exceptional dedication and commitment of the members of this voluntary committee. You can be confident that the Paquette Commission recommendations have been meticulously scrutinized by

all the partners in the education family represented on this committee. Many debates have taken place and difficult choices and decisions made. We want you to know that, in the final analysis, these decisions were made based on what, in our opinion, would be in the best interest of the students of this province.

May we respectfully remind you that many of these recommendations are long overdue and require immediate action if the primary needs of children in this province are to be adequately met.

As you will note, many of our recommendations may be acted upon immediately by School Boards and other groups to whom they are directed. Hence, we urge you, in the strongest terms, to release this report to School Boards, educational organizations and the general public as quickly as possible.

If this committee can be of any further assistance to you in these matters, we would be happy to meet with you at your convenience.

Respectfully submitted,

T.C. Wilkinson,
Chairman

TCW/rg

ACKNOWLEDGEMENT

The members of this committee wish to express sincere appreciation to their families for the patience and understanding they exhibited during the long period of this study.

As this was a much more demanding exercise than originally intended, we wish to acknowledge with particular thanks our fellow workers and colleagues who may have been inconvienced by our involvement in this major study. A special word of gratitude is extended to the students and staff of St. Ann's, St. Augustine's and Stella Maris schools, as well as Queen Charlotte and Air Marshall Johnson schools.

The committee also wishes to express its appreciation to Mrs. Rose Gallant, the secretary to this committee, for her untiring efforts, commitment and patience.

To the present and future students of our P.E.I. educational system, we dedicate this report.

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COMMITTEE MEMBERS

T.C. WILKINSON, School Principal, St. Ann's, St. Augustine's, Stella Maris Schools and Committee Chairman

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LEONARD RUSSELL, Superintendent of Education, Regional School Unit 2

Rose Gallant, Secretary to the Committee

ADVISORY COMMITTEE ON PAQUETTE COMMISSION REPORT

COMMITTEE'S MANDATE

1. To study and review the recommendations contained in the Commissioner's report and to advise the Minister re: the feasibility and practicality of implementing the various recommendations.

2. To priorize the various recommendations, keeping in mind that some are more costly to implement than others.

3. To identify those recommendations which could readily be implemented by government.

4. To make alternative recommendations, where the committee deems that there are other more feasible ways of addressing some of the problems identified by the Commissioner.

5. To identify what financial and human resources would be required to implement those recommendations which it deems as having high priority.

6. To suggest an implementation schedule for government's consideration.

ORGANIZATION OF THIS REPORT

In keeping with the mandate given to it by the Minister of Education, the Hon. Leone Bagnall, this committee has attempted to study, to review and to advise the Minister regarding the feasability and practicality of implementing the various recommendations proposed in the Paquette Commission Report: Expectations and Excellence ..... Meeting the Needs.

We have attempted to organize this report in such a way as to indicate the priority this committee places on the concerns identified in the Paquette Report. We have also indicated the additional cost factors anticipated in implementing these recommendations.

There are four sections to this report:

Section 1 - deals with those recommendations which are critical issues requiring urgent action;

Section 2 - includes recommendations which also require immediate action but are generally lower cost items;

Section 3 - contains items of importance but which can either be easily implemented or have little or no cost factors;

Section 4 - addresses those recommendations which this committee believes should either not be acted upon, are impractical to implement, or require no further action.

It should be noted that the number sequencing in both reports are not the same. The numbers which appear in parenthesis after each of this committee's recommendations refer to the specific Paquette Commission recommendations being addressed. Appendix A provides a detailed cross reference to both reports.

SECTION 1

This section contains recommendations which this committee believes are the most Critical Issues to be addressed and which require immediate action.

GOALS - PLANS - PRIORITIES

In view of the fact that it has been thirteen (13) years since the present provincial philosophy of education was developed it is the opinion of this committee that there is a critical need to re-examine the philosophy, aims and objectives for education on Prince Edward Island.

Therefore this committee recommends that:

RECOMMENDATION #1 (70)

The Minister of Education develop an appropriate statement of provincial goals for education on Prince Edward Island to cover a period of ten years.

RECOMMENDATION #2 (71)

The Department of Education develop a mechanism to ensure that the provincial goals of education are reviewed, refined and modified on a regular basis in order to ensure that these goals continue to address the needs of a rapidly changing society.

RECOMMENDATION #3 (72)

The Department of Education develop a five-year plan to include:

a) program priorities
b) policy review and development
c) a mechanism for an annual review

RECOMMENDATION #4 (73)

The Department of Education develop a mechanism by which its statement of goals, policies and program priorities would be effectively communicated to the educational community as well as the general public.

RECOMMENDATION #5 (68)

Each School Board develop a five year plan in respect to implementing the goals, policies and priorities of the Department of Education as well as those of the School Unit. This plan must be submitted to the Department of Education for information.

The committee recognizes that the staffing of the Department of Education has been frozen for several years and that additional and/or replacement staffing has been avoided, at times, in favor of teaching staff. While this may have been necessary as an interim measure, we are firm in our belief that it is imperative that positions left vacant in the past be filled immediately in order that effective leadership and direction can be given in these key areas.

The committee therefore recommends that:

RECOMMENDATION #6 (75-75)

a) the vacant position of Chief Director of Programs and Services for the Department of Education be filled immediately;
b) the Minister immediately appoint a full-time Consultant for English Language Arts who has specific training in the field of Language Arts. Despite the fact

RECOMMENDATION #6 - continued

the responsibility for the duties of Language Arts consulting has been split between two other positions within the Department, this position has remained vacant since 1980;

c) provision be made and funding provided to allow both the Program Development and Educational Services Divisions of the Department of Education to second staff for the purposes of developing and/or implementing specific programs or policies.

SPECIALIZED SERVICES

This committee notes that the report of the Paquette Commission identified concerns about what might be called "specialized services" - special education, programs for the gifted, guidance services, library services - provided as part of the educational programs in the schools. Some of the questions and concerns raised respect the need for clearly articulated policies and programs, both at the Department of Education and School Board levels. Other questions deal with the need for more staff in specialized areas.

In dealing with these specialized services, this committee felt it was important to make recommendations regarding what action should be initiated to address these concerns and the cost implications of action. However, the committee also does not wish to, or in fact, feel it is appropriate to address the specific details of policies and programs that might be established in each area. Rather, the committee has chosen to consider the two over-riding issues regarding specialized educational services and programs - the need for policy and the appropriate funding approach. It also seems

appropriate to bring all the items relating to specialized services and the need for policy and funding together so that the overall implications can be considered.

Policy: This committee strongly supports the need for the Department of Education to have clearly articulated policies which outline the respective responsibilities of the Department of Education and School Boards in providing specialized services. In the past, the lack of written guidelines has allowed a degree of flexibility to respond to individual situations. However, the current circumstances facing education - growing demands on the system, economic restraint, Charter of Rights issues, social changes - require a more specific approach. The Committee also recognizes that Department policies in these areas are of little use unless they are supported by policies, guidelines and procedures at the School Board level. It must be remembered that the primary responsibility for carrying out the programs rests with each school board and its teachers. Thus, provincial policies should be intended to develop a provincial direction and to foster the development of complementary policies and guidelines at the School Board level in order to ensure local involvement and responsibility.

This committee, therefore, recommends that:

RECOMMENDATION #7 (11-16, 22-26, 78)

Specific policies and guidelines be developed, with input from the appropriate parties, by the Department of Education by December 31st, 1986, in the following areas: Special Education, Guidance & Counselling, Libraries and Gifted Learners.

These policies to be consistent with the following assumptions:

Special Education:

1) Sufficient and appropriate resources (human and program) must be provided to all Island children requiring special educational assistance;

2) Specific roles that various agencies and individuals play in the delivery of such services will be properly identified and reflected in the policy statement;

3) The Co-Ordinator of Special Educational Services will ensure that the delivery of all Special Education Services across the province conforms with the provincial policy statement.

Guidance & Counselling:

1) Sufficient and appropriate resources (human and program) will be provided to ensure that all students have access to necessary guidance services;

2) The policy reflect the allocation of staff at a ratio of 1:500 elementary and 1:250 junior/senior high school as recommended in the Paquette Report.

Libraries:

1) Sufficient and appropriate resources (human and program) will be provided to ensure that all students have access to a quality library/resource centre facility;

2) Specifications will be provided for model library collections (with an emphasis on Canadian content) and a funding mechanism developed to allow schools to meet that standard.

Gifted Learner:

1) All provincial curricula will contain an enrichment component;
2) Enrichment activities will be developed at the School Unit level in accordance with board policy to supplement those contained in authorized provincial currucula;
3) Sufficient and appropriate resources (human and program) will be provided at each School Unit level in order that these policies be implemented.

In addition to the above we recommend that:

RECOMMENDATION #8 (15)

No later than July 1, 1986 an additional Special Education position be added to the staff of the Educational Services Division of the Department of Education.

Funding: The report of the Paquette Commission addressed the question of adequate staffing for specialized services by suggesting that consideration be given to specific staffing models to ensure uniform access. Implicit in this suggestion was the request to consider placing certain types of specialized staff outside the regular pupil-teacher ratio, in particular, school and unit based special education personnel, guidance counsellors and librarians.

Although the cost of providing sufficient staff to meet suggested guidelines for specialized personnel is considerable, it is difficult to argue against the need for additional staff in the areas noted.

To fully implement the staffing requirement outlined in the Paquette Report, and supported by this committee, would require an additional 163. teachers at an approximate annual cost of 6.0 million dollars.

Four alternative methods to provide sufficient teachers for these specialized services were considered:

1) Fund sufficient numbers of teachers outside the ratio to meet recognized guidelines for special education, guidance services and library services;

2) Require the School Boards to provide a specific level of specialized services within the ratio but lower the ratio in order to provide additional funding for those positions;

3) Provide a special grant outside the ratio which could be used to add additional specialized services above the levels now possible under the pupil-teacher ratio;

4) Require the School Boards to provide a specific level of specialized services within the existing ratio.

The committee notes that one of the specialized services considered (Special Education) is already funded outside the existing pupil-teacher ratio. However, appropriate specific ratios have not been identified in government policy and therefore the level of funding has been inadequate to meet the identified needs. This committee endorses this concept for the funding of specialized services and therefore recommend that:

RECOMMENDATION #9 (11-16, 22-26, 78)

In order to provide needed specialized services to students on P.E.I., a sufficient number of teachers must be funded outside the present pupil/teacher ratio of 19.3 :1 as follows:

RECOMMENDATION #9 -continued

		Recommended Ratio
Special Education:	Child Development	1: 5 C.D. students
	Learning Difficulties	1: 600 students
	Special Ed. Co.Ordinator	1 per school unit
	Psychologist - Board	1: 5000 students
	Consultant - Department	1 only
Guidance Counsellors		1:500 elementary students 1:250 Junior/Senior students
Library/ Resource		1:450 students
Gifted Learner	*	*

* This will be provided by School Boards as positions are freed-up as a result of the implementation of this funding arrangement.

The impact of the implementation of these ratios is reflected in the following table:

	Recommended Ratio	Additional Teachers Required	Additional Funding
Special Education	C.D. 1: 5	8.5	
	L.D. 1: 600	19.0	
	Co-Ord. - 1 per board	4.0	1.6 mil.
	Psychologist - Board 1: 5,000	5.0	
	Consultant - Dept.	1.0	
Guidance Counsellors	1: 500 elementary 1: 250 Junior/Senior	70.5	2.5
Library/ Resource	1: 450	55.5	1.9
Gifted Learner	*	*	*
Total		163.5	6.0 mil.

* This will be provided by School Boards as positions are freed-up as a result of the implementation of this funding arrangement.

C.D. = Child Development

L.D. = Children with Learning Difficulties

Implementation:

This committee has considered the urgency of implementation of these recommendations on Specialized Services. While we realize that it may not be possible to implement all of these additional services at one time, we believe the following priority order should be observed:

1) Special Education
2) Library/Guidance Services
3) Gifted Learners

PUPIL -TEACHER RATIO

The Paquette Commission recommended that "the pupil/teacher ratio be lowered at the early elementary grades by September 1986."

It is the opinion of this committee that by implementing recommendations #7, #8, and #9 of this report, School Boards will then have additional teachers to effect a lowering of class size at the early elementary (primary) grades.

RECOMMENDATION #10 (2)

Provided that the Minister of Education implements this committee's recommendations #7, #8, and #9, the present student-teacher ratio of 19.3 :1 should remain fixed.

AGE OF ENTRY

Presently the age for school entry is six years as of January 31st in their first year of school. But as indicated in the Paquette Report and several recent research studies both in North America and in England, children born in the later months of the age requirement frequently encounter

learning difficulties. This is not because they are not bright but because they are just not ready developmentally, or emotionally or perhaps socially to begin their formal education.

There is a preponderance of evidence that there is a greater danger in placing children in school too early as opposed to delaying their entry.

After very serious consideration, this committee recommends that:

RECOMMENDATION #11 (3)

The Province revise the regulations under the School Act regarding age of entry as follows:

1987 - six years old as of November 30th
1988 - six years old as of September 1st

VOCATIONAL EDUCATION

This committee recognizes that both the MACC report and the Paquette Commission report have identified a level of dissatisfaction with the current vocational education delivery system and programs. The committee also notes that, although both reports suggested that the administration of the vocational program be changed, they also called for a review of vocational education. The MACC report calls for an "in-depth study" and the School System Review Commission called for "extensive consultation," preparation of "clearly articulated goals" and the development of a "strategic plan."

There are obvious concerns and conflicting opinions regarding what the purpose of vocational education is and how best the vocational needs of

students can be met. It also seems evident that the administrative structure chosen should be based on the goals of the program and an analysis of student needs and the best way to meet them. Thus, rather than first changing the administrative system it seems much more logical and potentially beneficial to conduct an in-depth study of the needs, goals and means before making administrative changes. The committee recommends that:

RECOMMENDATION #12 (27-31)

A comprehensive study of high school vocational education be undertaken immediately in order to establish the need for, goals of and best means to administer and deliver high school vocational education on P.E.I.; and that, with the exception of the Pre-Vocational programs, no changes be made in the administration of these programs until this study is completed.

This committee would further suggest that the Minister follow a similar process to the one used with respect to the Paquette Commission, i.e. appoint a person or small group to assess the needs, set goals and recommend the means to administer such programs. These recommendations should then be reviewed by appointed representatives of the partners in Island education who would develop an implementation strategy. While this may seem needlessly cumbersome we are convinced that this is the only way the province will be able to arrive at an objective solution to this important educational matter.

The above recommendation is presented with the assumption that the outcome of such a study would in no way delay or prejudice the implementation of this committee's other recommendations.

The committee regarded the situation relating to pre-vocational education differently. The title of that program is misleading in that both the content and intention of the program are more closely related to the other programs currently delivered by high schools than to "traditional" vocational programs. The administration and delivery of the pre-vocational program can easily be separated from vocational programs and should, in fact, be viewed as part of the career orientation process carried out in high schools. This committee recommends that:

RECOMMENDATION #13 (27-31)

The high school pre-vocational program become the responsibility of each Regional Administrative School Units as soon as administratively possible.

FRENCH LANGUAGE EDUCATION & SECOND LANGUAGE INSTRUCTION

As a result of recommendations dealing with French Language Education having been placed in the Paquette Commission report and the growing emphasis placed upon second language instruction, this committee has given consideration to the feasibility and practicality of implementing some or all of these recommendations.

Discussions within this committee have raised points of view at variance with those expressed and/or recommended in the Commission report. We consider the solution suggested in the Commission's recommendation #17 (the creation of a province-wide French school unit) as being quite impractical to implement. The creation of such a School Unit to cover such a vast geographical area and scattered student population would, in our opinion, be very difficult to administer and offer little or no advantage

over the present arrangements. As a result, no support is given to the proposal that School Unit 5 administer all French language schools in the province.

Unit 5 came into being for the purpose of administering and delivering French minority language educational programs, in an area where a concentration of French speaking Acadians reside. Since it operates only one school (grades 1-12) with a limited student population base, there is very little flexibility in staffing and/or student allocation. It is, therefore, recommended that:

RECOMMENDATION #14 (17)

A more stable staffing arrangement be established for the next 5 year period, beginning September 1986, guaranteeing funding for at least 5 teachers over and above the allotment under the present pupil/teacher ratio. This arrangement to be reviewed and evaluated at an appropriate time within the 5 year period.

This committee does not agree with the Commission that a distinct division within the Department of Education to provide services to French language schools in the province should be established at this time. However, this committee does recommend that:

RECOMMENDATION #15 (18)

In order to meet the needs of program development and implementation for French as a first and/or second language, provision be made for specialized staff to be seconded, by the Department of Education, for specific purposes and periods of time and that annual budgets reflect these needs.

Even though the topic of French as a second language, commonly referred to as "Core French", was not discussed in the Paquette Commission report, it was discussed by this committee and there was a strong consensus that improvements must be made to the current programs. This committee recommends that:

RECOMMENDATION #16

The Department of Education implement a French as a second language policy whereby those students not involved in a French Immersion program have access to the highest quality program and instruction.

In keeping with recommendation #19 of the Paquette Commission Report which requests that the Department of Education provide leadership in establishing a professional development plan for French teachers as well as Paquette recommendation #20 which refers to a teacher resource/ in-service centre, this committee recommends that:

RECOMMENDATION #17 (19-20)

The Department of Education continue to encourage and offer financial assistance for short term e.g. summer sessions, or longer term programs, e.g. sabbaticals, in order to meet the needs of French teachers to upgrade and, if necessary, to retrain others for teaching French as a first or second language. A conserted effort should be made by all education agencies to ensure that teachers are aware of these programs.

RECOMMENDATION #18 (20)

The teacher resource centre already established in Unit 5 be given some financial assistance in order that it might provide a province-wide service to all teachers of French.

.....

Since "the number of students required to offer French Language Education" is a matter presently before the P.E.I. Supreme Court, this committee believes that it would not be appropriate for it to consider recommendation #21 of the Paquette Report.

Cost Implication: Cost implications for recommendations #15 and #18 are as follows:

a) In order to implement recommendation #15 (secondment of services)
Based on 1985-86 salary scale for Cert. 5A with ten years experience

	Approx.	$40,000	$40,000

b) In order to implement recommendation #18 (province-wide service from resource centre)

part-time secretarial services	$6,000	
mailing and handling	$1,000	
updating of materials	$3,000	
	$10,000	$10,000
Total		$50,000

Recommendations #14 and #17 reflect the current initiatives being undertaken in these areas and thus require no additional funding. Cost implications for implementing recommendation #16 would involve curriculum changes and would be part of the regular programming budget allocation.

HOME AND SCHOOL

This committee agrees with the Paquette Commission's recommendation on funding for the P.E.I. Federation of Home and School Associations. While we will address the matter of communication and parent participation in education in another section of this report, we believe that the provision of necessary and adequate funding for this important partner in education is both vital and critical to the improvement of the P.E.I. educational system. We, therefore, recommend that:

RECOMMENDATION #19 (88)

Adequate funding be provided by the Minister of Education to establish and maintain a parent resource centre and provincial office for the P.E.I. Federation of Home and School Associations.

Cost of Implementation: $60,000

GOVERNMENT SPENDING IN EDUCATION

This committee is deeply concerned with the loss of financial priority given to education on P.E.I. over the past number of years.

Often, in the race to meet needs and provide programs in the areas of justice, social services, health, etc., governments forget that one of the few keys to reducing future cost in such areas lies in better meeting the total educational needs of children and youth in our present educational system.

It is important to recognize that:

1) today, many more children remain in school for a longer period of time;
2) students with very special needs are being accepted into the educational system often without the sufficient added financial support required to care for and/or educate them;
3) the system is now better able to identify the educational needs of students but it often does not have the financial resources to provide the necessary programs for these children.

It has been said that the investment of every one dollar ($1.00) today to support additionally needed programs in education is a future saving of ten dollars ($10.00) in welfare, social services and unemployment benefits, to say nothing of the potential savings to the health and justice systems.

While one might quibble with the above ratio, facts support this basic concept. Hence, we strongly recommend that:

RECOMMENDATION #20 (74)

Government recognize the critical need for additional funding of education in order that the Department of Education can implement the recommendations of this Committee thereby meeting the urgent needs of Island students.

SECTION 2

This section includes recommendations which this committee believes also require immediate action but are generally lower cost items.

PROVINCIAL TESTING AND STUDENT EVALUATION

Among the recommendations contained in the Paquette Report are four (7,8,9,10) which deal with testing and evaluation of students at the unit and provincial levels.

The committee has discussed this subject at great length and familiarized itself with much of the research on this topic. The committee does not support a return to provincial exams. It is our opinion that testing programs at a provincial, unit or school level should be developed to include the following purposes:

1) assessment and diagnosis of students' strengths and weaknesses;
2) identification of program effectiveness;
3) comparision of student achievement to established norms, i.e. local, provincial and national;
4) development of a body of information which can be used by schools, boards, and/or the Minister for addressing the issue of public accountability.

In order to best achieve the above objectives, this committee makes the following recommendation:

RECOMMENDATION #21 (7,8,9,10)

1) The Minister appoint a co-ordinator for testing and evaluation services.

RECOMMENDATION #21 - continued

2) Each unit school board be required to designate a person responsible for testing programs within that school unit.

3) The provincial co-ordinator in co-operation with the P.E.I.T.F. and unit co-ordinators of testing be required to develop policy guidelines which will provide for:

   a) a unit focus and responsibility for such testing;
   b) the provision of a mechanism for the reporting of results of such testing to the Minister;
   c) the ongoing inservice for both administrators and teachers regarding testing (see Recommendation #26);
   d) development of unit policies on testing and evaluation which are consistent with provincial policy guidelines.

4) The Minister require that provincial testing policies be in effect no later than December 31, 1986 and that School Boards be required to have such unit policies approved no later than June 1988.

5) The Department of Education provide a testing material and scoring fund of $25,000 in addition to the present allocation for provincial testing.

Estimated Cost -Co-Ordinator	$38,000
Testing Materials & Scoring	25,000
Total	$63,000

SCHOOL EVALUATION

This committee has carefully studied the Paquette Commission's recommendation #77 which calls for a rotating system of comprehensive school evaluations.

While this committee generally agrees with the concept of school evaluation, we have developed an alternate recommendation for the Minister's consideration, which we believe is less costly and more practical than the proposal contained in the Paquette Commission Report (77).

RECOMMENDATION #22 (77 + 87)

Each unit shall be required to have a policy on school evaluation which would provide for on-going evaluations of each school and which would require parental input and involvement as one component of the evaluation process.

In keeping with the duties of the Minister of Education already contained in the School Act, the Minister retains the right to periodically monitor the results of school evaluations.

SCHOOL BOARD ELECTION

After serious consideration of the many recommendations made in the Paquette Report concerning the election of School Trustees, we wish to indicate our strong support for the concept of elected school trustees. In addition we recommend that:

RECOMMENDATION #23 (53-59)

a) If a school trustee dies, resigns or is removed from office, a by-election should be held; an exception to this may be in the case of a general school board election being held within three(3) months of the creation of such a vacancy;

b) the term of office for school trustees be reduced to three years beginning in 1987 and that all school trustees on P.E.I. be elected at the same time;

c) the Minister of Education give serious consideration to changing the date of school board elections to April or early May;

d) a school trustee may be elected to as many successive terms as his/her constituents so choose.

In view of the excellent interest and participation in School Unit 5, both in school board elections and school affairs, we believe that the number of trustees in that School Unit should remain at 15.

While we respect the spirit and thought expressed in the Paquette Commission's recommendation #52 that the organization and administration of school board elections be assigned to the P.E.I. School Trustees Association and the P.E.I. Federation of Home & School Associations, we do not believe any particular purpose would be served by this change.

There is no doubt that both of the above mentioned organizations have had and continue to have a great impact on public support for nominations and election of school trustees. However, we cannot expect to increase public participation and voter turn-out if we don't allocate sufficient funds to these two organizations to carry out much needed public awareness programs regarding school board elections. This committee therefore recommends that:

RECOMMENDATION #24 (52)

In order to facilitate public awareness and participation in school board elections at the local, unit and provincial levels, the Department of Education must allocate appropriate special funding to both the P.E.I. School Trustees Association and the P.E.I. Federation of Home and School Associations to carry out promotional activities in respect to these elections.

Estimated Cost: $7500 per general trustee election

TRUSTEE IN-SERVICE

A strong case has been made in the Paquette Commission Report for the need to ensure that school trustees who assume great responsibility for the education systems, receive adequate opportunities to become sufficiently trained in school board matters and concerns. This should include seminars, workshops, in-services, etc.

In addition, there is also a need to educate the general public on the role and function of trustees and the operation of their school board system.

It is the opinion of this committee that such programs should be the responsibility of the P.E.I. School Trustees Association. However, it is unrealistic to expect that such important responsibility can be assumed under the very limited budget of this provincial organization.

This committee therefore recommends that:

RECOMMENDATION #25 (51, 61)

The Minister of Education request the P.E.I. School Trustees Association to accept responsibility for providing the key leadership role for:

a) the on-going professional development of trustees and;

b) the education of the general public on the role and function of trustees and the operation of the school board system.

It is further recommended that the Minister request the P.E.I. School Trustees Association to submit for approval, a proposal (including cost estimates) which would allow it to effectively carry our (a) and (b) above.

PROFESSIONAL DEVELOPMENT - TEACHERS

Before one can address the issues surrounding the ongoing training and development needs of school staffs in the Province, it is important to first define some of the terms that are used and how these have changed over time. We now appear to have three terms:

1) In-Service - activities conducted to assist teachers with the curriculum (e.g. a language arts workshop);

2) Professional Development - activities conducted to assist teachers in becoming better professionals; addressing personal and pedagogical topics (e.g. program on effective schools, social issues impacting on school, etc.);

3) Continuing Education - activities conducted to assist teachers complete degrees, gain promotions, etc. (e.g. an extension course at UPEI).

The format of activities has also changed greatly over the years. In the 70's we experienced large group, "one-shot" type activities with very little needs assessment prior to implementation. We moved from this type of activity which provides for "awareness", at best, to some extended models that were thematic in nature. Some of these programs impacted more on the behaviour of teachers and produced some observable results. Most programs were still conducted with large groups.

The present trend is toward a particular emphasis on school-based staff development activities. (Staff Development - normally school-based activities - curriculum issues, social issues, pedagogical issues - designed to assist a school staff address the needs of a particular school. By definition, these activities should involve the entire staff of a school including the support staff).

This provides several advantages:

a) needs become more readily identified, are more specific and can be addressed in the context of one's job;

b) it provides opportunity for more participant input and thus more ownership for programs;

c) it addresses the problem of transfer of training as identified in the Joyce and Showers research; and

d) it can be used to build trust, commitment and staff morale.

There has also been a change in the content of programs over the years. With the current effective schools and effective teaching research, many current programs do not address content but process - techniques to improve the delivery of content. Certainly, many inservice programs still address content but the majority of others do not concentrate on this area. This trend would be reflected in the recent emphasis on "instructional improvement" and "instructional leadership" in programs offered across the province.

It would appear as though this trend will continue in the foreseeable future.

The coordination of activities in the province has been and continues to be a concern. There is no doubt that there is a duplication of efforts and resources, examples of agencies unintentionally counteracting the efforts of others and no clear division of roles and responsibilities. In February 1982, educational agencies cooperated in planning a seminar designed to bring the various agencies together to discuss these concerns. It did not meet with success and the issue has been dormant since that time - the issue is there but, not discussed.

Coordination of inservice, professional development and continuing education activities is a necessity and some type of structure is necessary to facilitate that process. The movement to school-based programs may change the demands on such a structure, but it is impossible to predict those changing demands at this time. The Teachers' Federation has, more by practice than policy, absented itself from most inservice programs in recent years and there has been a concentration on the professional/pedagogical aspects of teaching. The implementation of curriculum has been the responsibility of the Department and boards; continuing education is the responsibility of the University, and the "professionalization" of teachers is the responsibility of the professional organization.

In view of the above, the committee recommends the following:

RECOMMENDATION #26 (43,45,48)

A four person committee, composed of staff representing the Department of Education, School Units, P.E.I.T.F., and the University of P.E.I. be established prior to September 1986 to provide coordination of professional development programs for teachers and administrators as well as the necessary human and financial support required to implement such a program.

RECOMMENDATION #26 - continued

Particular emphasis should be placed on assisting school based staff-development to the greatest degree possible.

This committee will:

a) provide information to all parties involved and coordinate activities to ensure the best utilization of funds and resources;

b) administer the funds now allocated in the In-Service Training Assistance Program as provided by The Memorandum of Agreement;

c) provide increased funding particularly to deal with new needs for in-service regarding testing (Rec. 21) and women administrators (Rec. 31);

d) provide recommendations to the Minister regarding necessary staff support;

The Chairman should be determined by the group at the first meeting.

Cost Estimate: Additional $10,000

CONTRACTS FOR BOARD-BASED PROFESSIONAL STAFF

This committee did not agree with the rationale for recommendation #66 in the Paquette Report which recommended a maximum 5 year term appointment for Superintendents, Assistant Superintendents and Consultants.

School Boards should not be placed in a position whereby they are required to dismiss staff after five years even though the employee has performed well. It is the opinion of this committee that if School Boards have adequate evaluation procedures in place for all staff members including senior administrators and consultants, then a recommendation such as #66 in the Paquette Report is unnecessary. We therefore recommend that:

RECOMMENDATION #27 (66)

All Regional School Boards be required to have in place a policy and procedure on evaluation of all staff including superintendents and assistant superintendents of education.

CERTIFICATION - COMPULSORY COURSES - ADMINISTRATORS

Recommendations #46 and #47 of the Paquette Report call for compulsory courses for administrators as well as new certification requirements.

This committee discussed these concepts as well as:

a) the general level of academic training of Island administrators;

b) the current opportunities available for academic and professional development of administrators;

c) the minimum requirements already established for administrators under the Memorandum of Agreement; and

d) the cost for establishing and maintaining such a program.

This committee determined that such a "Block Program" of compulsory courses for administrators is not appropriate. On the other hand, we agreed that a specialist certification program would be useful. Therefore we recommend that:

RECOMMENDATION #28 (46-47)

The Certification and Standards Board develop specialist certifications for administrative positions.

TENURE AND MOBILITY

There were strong differences of opinion among the members of this committee concerning the issue of transfer of tenure within this province. However, the committee believes the question of mobility of teachers is one which deserves further study. This committee therefore recommends that:

RECOMMENDATION #29(41, 42)

The Minister of Education strike a committee of the parties concerned to address the issues of mobility among the School Units.

We further recommend that School Boards be encouraged to continue to develop and support voluntary projects and programs which provide for teacher mobility within and outside each School Unit.

HOME & SCHOOL-PARENT INVOLVEMENT

In addition to this committee's recommendation #19 contained in Section 1 of this Report, we strongly agree and support the Paquette recommendations on parental involvement in education and the key role for Home and School Associations in our educational system. Parental involvement must not be merely tolerated, it must be seen and understood as a necessary component in the life of a school and the lives of students. If it is to be effective and truly represent the opinion of informed parents in support of education, then it needs greater recognition and a greater role in education.

Home and School must be recognized and accepted at all levels of the system as the informed voice of parents. Only in this way will the Home and School organization rekindle its strength and raison d'etre and adequately and confidently serve both the students and educational system of this province.

This committee recommends that:

RECOMMENDATION #30 (83, 84, 85)

a) Home and School Associations should be the primary means for parental involvement in their children's education;

b) a concerted effort be made by School Units, with the support of the Department of Education, to have an active Home and School Association established at each school in the province;

c) the principal be responsible for ensuring that there is active parental involvement in the school.

WOMEN IN EDUCATION

The Paquette Report details the concern regarding the lack of participation of women in administrative positions in education across the province.

This committee recognizes the imbalance between the large numbers of men and small numbers of women in leadership roles in education. We further agree that the continuation of this imbalance will not serve to improve or enhance decision making in our educational system.

When this topic is discussed with School Board officials we learn that not only are there few women administrators but few women are applying for administrative positions. This, in our opinion, further highlights the seriousness of this situation. It is our opinion that a change in this imbalance will not come about until we begin to encourage women to prepare themselves for such roles and afford them the opportunity to do so.

Therefore, this committee recommends that:

RECOMMENDATION #31 (91 and 93)

a) each School Board be directed to develop a program to help prepare and encourage highly qualified and competent female teachers to apply for and to accept positions of responsibility at all levels of administration in our school system;

b) the Department of Education provide the necessary human and financial resources required to implement this recommendation through the in-service training assistance program (Recommendation #26).

SECTION 3

Section 3 of this report includes recommendations which are important, but which can either be easily implemented or have little or no cost factors.

HUMAN RIGHTS

Human Rights is a subject of great importance as many students are greatly influenced by the materials and concepts to which they are introduced during their formative years. Hence, we recommend that:

RECOMMENDATION #32 (79)

The Department of Education develop a policy which would recognize both the cultural diversity and fundamental rights of our Island population, specifically with respect to curriculum, material selection and production.

SCHOOL BOARD MEETINGS

This committee is very much in agreement with the Paquette Commission recommendation concerning open school board meetings. We concur that:

RECOMMENDATION #33 (62)

School Board meetings be open to the public with an increased effort made to inform parents, teachers, etc., of the agenda items. The practice of rotating the location of meetings should continue to be encouraged.

STANDARDIZED CONTENT AND UNAUTHORIZED PROGRAMS

The issues of standardized content and unauthorized programs were addressed in the report of the Ministerial Advisory Committee on Curriculum. We would recommend that:

RECOMMENDATION #34 (5,6)

The Department of Education review and evaluate the delivery of all programs on a regular basis, to ensure adherence to departmental guidelines.

KINDERGARTEN

This committee concurs with the recommendation concerning kindergarten made in the Paquette Report:

RECOMMENDATION #35 (1)

The Department of Education reassess its potential involvement in the provision of kindergarten.

PHYSICAL EDUCATION

While the Paquette Report makes recommendations in the area of Physical Education, no reference has been made to other important specialized areas of the curriculum such as Music and Art as well as all other core subjects.

On the other hand, the Ministerial Advisory Committee on Curriculum (MACC) made very pertinent recommendations in all of these specialized areas as well as on the importance of a well-integrated core curriculum at the elementary level.

This committee does not believe it is necessary for us to re-do the work and recommendations already made to the Minister by the Ministerial Advisory Committee on Curriculum.

We recommend that Recommendation #33 of the Paquette Report regarding the sharing of Physical Education equipment not be implemented as it is impractical to implement.

With respect to recommendation #34, this committee recognizes the need for well qualified and versatile specialists in the area of Physical Education. We believe that experience shows that requiring specialists to travel between schools may not be either efficient use of time or a satisfactory long term solution to improving physical education in smaller schools.

However, this committee does recommend that:

RECOMMENDATION #36 (32-34)

a) the Minister immediately act on the recommendations contained in the MACC report concerning a core curriculum which includes areas such as Physical Education, Music and Art;

b) individual schools and School Units should monitor and encourage the maximum utilization of all physical education equipment in their areas.

SAFETY

The Paquette Commission Report raises some important issues with respect to safety in several areas of the school system. Our consideration of this issue gives us reason to support this recommendation and to further detail the recommendation as follows:

RECOMMENDATION #37 (35)

The Minister appoint a Safety Standards Co-Ordinator who would be responsible for ensuring the development, implementation and monitoring of safety standards in the school system of P.E.I.

Among the many areas which would be included are:

a) Bus Safety
b) Sport & Playground Safety
c) Lab Safety
d) Cafeteria Safety
e) Transportation and Operation of Equipment Safety

This committee sees the above proposal as requiring a short term secondment to the Department of Education for the purposes of developing policies and implementing programs and procedures in the area of safety. The monitoring aspect could then be assumed by the Department on an ongoing basis.

Reference: Canada Safety Council Manual Policies, Guidelines and Checklists for a School Safety Program.

TEACHER TRAINING

This committee concurs with the Paquette Commission's desire for the continuation of a teacher training program which stresses high academic achievement and a strong aptitude for teaching.

We, therefore, recommend that:

RECOMMENDATION #38 (38)

The U.P.E.I. Faculty of Education continue to ensure that the candidates entering the Bachelor of Education programs at U.P.E.I. possess an aptitude for teaching and a high academic standard.

ADMINISTRATORS - TEACHING

This committee agrees with the intent of Ms. Paquette's recommendation that administrators should have a strong familiarization with the classroom and wherever possible take advantage of opportunities to be involved in teaching at the subject or classroom level.

Recommendation #50 in the Paquette Report states that "administrators be required to return to teaching for a period of time (possibly part-time), every five years."

Since the large majority of principals in the province do in fact already teach at least on a part-time basis every year it seems unnecessary to mandate such a requirement. Most principals accept such assignments in order to better

understand changes in the curriculum as well as to better relate to changes affecting teachers and students. In addition, many accept such teaching assignments in order to provide for some special need or program in their school(s) which otherwise could not be made available to their students.

Consequently, this committee recommends that:

RECOMMENDATION #39 (50)

School Boards continue to encourage administrators to accept part-time teaching assignments where such assignments would not be detrimental to the general administration of the school.

SCHOOL TRUSTEES ASSOCIATION - MINISTER OF EDUCATION

The committee recognizes that the P.E.I. School Trustees Association and the Minister of Education do already meet from time to time to discuss matters of mutual concern. However, the committee recommends that:

RECOMMENDATION #40 (64)

The P.E.I. School Trustees Association and the Minister of Education meet on a regular basis (at least twice annually).

COMMUNITY USE OF SCHOOLS

This committee has reviewed the issues raised on this topic and the proposed solution. One concern is that the solution leaves the Department of Education in the position of developing uniform policies for School Boards. Community use of schools should be primarily a matter of School Board jurisdiction. This committee recommends the following:

RECOMMENDATION #41 (36-37)

The P.E.I. School Trustees Association co-ordinate the development of acceptable and consistent policies, regulations and fee structures in the five(5) School Units of P.E.I. which would ensure the utmost use of schools by community groups.

CHOICE OF SCHOOLS

This committee agrees in principle with the recommendation in the Paquette Report which favours parental choice of school. It has been altered, however, to reflect in addition to space, the important considerations of both program and transportation.

This committee recommends that:

RECOMMENDATION #42 (89)

Parents have the right to request that their children attend a particular school with the decision being made by the School Board primarily on the basis that:

a) space is available, in an appropriate program in the school requested;

RECOMMENDATION #42 - continued

b) the School Board is not required to alter existing transportation arrangements to satisfy such requests.

We further recommend that the Minister of Education require School Boards to have a policy in place that reflects the above.

PRIVATE SCHOOLS

Education on P.E.I. has been established as a public school system. This means that its costs are shared by all tax payers of the province. The province does not directly support private schools. However, the Department of Education does already provide upon request approved textbooks to such schools. In view of the above, this committee opposes the implementation of Paquette Recommendation #80.

SECTION 4

This section includes commentary on those recommendations not already addressed in this report. Among these are recommendations which this committee believes should not be acted upon, are impractical to implement, have already been acted upon and require no further action, lack clarity, or do not require action by this committee.

NON GRADEDNESS (4)

This topic is discussed in the Report of the Ministerial Advisory Committee on Curriculum.

While not disagreeing with this concept, the general consensus of this committee was that this recommendation did not require the action of this committee.

REWARDS FOR TEACHER EXCELLENCE - MERIT PAY - CAREER LADDERS (39-40)

While this committee agrees with the rationale behind Paquette recommendations #39-40 concerning rewards for teacher excellence, we have difficulty in agreeing with the two suggested solutions, i.e. merit pay and career ladders for teachers.

It is true that 70% of our teaching staff on P.E.I. has acquired more than 10 years teaching experience and, in the short term, the challenge of an aging teaching force must be addressed. We see evidence however, that our teaching profession has already shown initiative in this regard and teachers are, for the most part, interested in becoming involved in an ongoing process of renewal.

Our reasons for disagreeing with the concepts of merit pay and career ladders is that we do not believe that these are suitable answers or remedies to the P.E.I. situation. Secondly, merit pay is becoming a divisive force in the educational systems where it is being utilized and has yet to become a proven positive force in stimulating renewal in the teaching profession.

We believe a better incentive for teachers on P.E.I. is provided through a comprehensive professional development program. This is addressed in Section 2 - Recommendation #26 of this report under "Professional Development of Teachers" (see pages 27 and 28).

TEACHER RESOURCE CENTERS (44)

This committee agrees with the Paquette Commission in recognizing the excellent teacher resource model provided by the Little Red School House project in School Unit 2. However, we are hesitant in recommending that this model be adopted in all School Units across Prince Edward Island. While this project works well for the teachers in School Unit 2, there are many other resource centre models available which may be more applicable for the particular needs of teachers in other School Units. Hence, teachers and administrators in each unit should examine their own requirements and choose a model which will best meet the needs of teachers in their specific School Unit.

MOBILITY OF ADMINISTRATORS (49)

This recommendation received considerable discussion as many committee members agreed with the professional advantages and benefits which could be derived by administrators, schools, teachers and even students.

There was concern however with the implementation of such a recommendation as it calls for such mobility to be compulsory every five years. As well, within some P.E.I. School Units such mobility is already taking place. Compulsory administrative transfers every five years could also create serious administrative difficulties within the school system and not necessarily be advantageous to individual schools or students.

While this committee strongly encourages the exchange and transfer of administrators within School Units and the Province, we cannot support mandatory five year transfers as recommended in #49 of the Paquette Report.

DEPARTMENT APPOINTMENT TO SCHOOL BOARD (60)

While the need for improvement of communication between the Department of Education and the School Units is noteworthy, the suggestion of a Ministerial appointed Liaison/Resource person has not been well received. It could

1) jeopardize the autonomy of School Boards;

2) serve to strain relations between the Department and School Boards; and

3) place unacceptable work loads on Department personnel.

It is our opinion that this Paquette recommendation (60) not be implemented and that other means for improving communication be sought.

TRUSTEE COMPENSATION (63)

It is the opinion of this committee that trustees should not be compensated for attending Home and School Associations or Consultative Committee meetings in their own zone.

PROFESSIONAL DEVELOPMENT - SENIOR ADMINISTRATORS (65)

It is agreed that our senior administrators must be provided with opportunities to participate in meaningful professional development activities. But, a "Block Program" as suggested in this recommendation is not the type of professional activity required by an administrator who already possesses several degrees including, in some cases, a doctorate in education.

It is the opinion of this committee, that no action be taken to implement this recommendation.

SUPERINTENDENTS' PAY SCALE (67)

This committee believes that the number of students and teachers should not be a criteria for establishing a pay scale for Superintendents and Assistant Superintendents. It was the opinion of this committee that we could not agree to the principle espoused in this recommendation. We therefore could not support its implementation.

PURPOSE AND DUTIES OF SCHOOL BOARDS (69)

While the Paquette Commission recommended that a "general assignment of purpose and duties be written into the School Act regarding the operation of School Boards", it is the opinion of this committee that a sufficient description of the purposes and duties of School Boards is already contained in the School Act.

SUBSTITUTE TEACHERS (81-82)

This committee was in agreement with these two recommendations contained in the Paquette Report. By means of a letter dated June 28, 1985 we suggested to the Minister that:

a) the per diem rate be nominally increased;

b) where a substitute teacher is required to fill a vacancy for the same teacher for more than ten consecutive school days, parity should be granted based on his/her qualifications.

While discussions have been concluded with the substitute teachers on these matters, it should be noted that both these recommendations received the support of this committee.

PUBLIC MEETINGS (86)

That section of the Paquette Report dealing with Parental Participation in Education, (pages 281-283) includes a recommendation which requests that "all meetings be open to the public".

Since this recommendation is preceeded by recommendations (84+85) dealing with Home & School Associations/Consultative Committees and is followed by a recommendation (#87) also referring to Home & School Associatios, one could assume that the Commissioner, Ms Paquette, is suggesting that all Home and School and Consultative Committee meetings be open to the public. If this is the case, the Commissioner may not have been aware that all Home and School meetings are open to the public, although voting is restricted to the membership. In addition Home & School Associations often sponsor meetings, particularly on topics about which they wish to inform the public or on which

they are seeking public opinion. In such cases, these meetings as well as any voting are open to the public.

If the above interpretation of Paquette Recommendation #86 is incorrect and the recommendation is directed at "School Board" meetings, then this committee has already addressed the issue in our recommendation #33, (page 36).

WOMEN IN EDUCATION (90-93)

Recommendation #90 of the Paquette Report requests that five School Boards provide the Minister of Education with statistics on the job status of women employees. It is the opinion of this committee that such information is already available to the Minister and her officials.

This committee's recommendation #31 calls on each School Board to develop a program to help prepare and encourage highly qualified and competent female teachers to apply for and to accept positions of responsibility at all levels of administration in our school system and the Department of Education to provide the necessary human and financial resources to implement such a program.

Since it is the School Units who are responsible for hiring administrators in the schools and Board offices throughout the province then it would be the school trustees and superintendents of education who would be responsible for the implementation and evaluation of such a program.

In our view the issue raised in Paquette recommendation #93 is addressed by this committee's recommendation #31.

APPENDIX A

Cross Reference - between the

Paquette Recommendation	Committee Recommendation
1. Kindergarten	Rec. #35, Page 37
2. Elementary P/T Ratio	Rec. #10, Page 13
3. Age of Entry	Rec. #11, Page 13-14
4. Non-Gradedness	See page 44
5. Standardized Content	Rec. #34, Page 37
6. Unauthorized Programs	Rec. #34, Page 37
7. Testing Policy	Rec. #21, Page 23-24
8. Testing In-Service	Rec. #21, Page 23-24
9. Unit Evaluation Policy	Rec. #21, Page 23-24
10. Provincial Exams	Rec. #21, Page 23-24
11. Identify Gifted Children	Rec. #7-8-9, Page 6-13
12. Gifted - Policy & Programs	Rec. #7-8-9, Page 6-13
13. Special Education	Rec. #7-8-9, Page 6-13
14. Special Education	Rec. #7-8-9, Page 6-13
15. Special Education	Rec. #7-8-9, Page 6-13
16. Learning Disabilities	Rec. #7-8-9, Page 6-13
17. French School Unit	Rec. #14, Page 17 (see pgs. 16-20)
18. French Division - Department	Rec. #15, Page 17 (see pgs. 16-20)
19. Upgrading French Teachers	Rec. #17, Page 18 (see pgs. 16-20)
20. French Resource Centre	Rec. #18, Page 19 (see pgs. 16-20)
21. French Education - Numbers	See page 19
22. Libraries	Rec. #7-8-9, Page 3-10
23. Guidance	Rec. #7-8-9, Page 3-10
24. Guidance Counsellors	Rec. #7-8-9, Page 3-10
25. Guidance Counsellors - Ratio	Rec. #7-8-9, Page 3-10
26. Evaluation of Guidance Services	Rec. #7-8-9, Page 3-10

27.	Vocational Education	Rec. #12-13, Page 14-16
28.	Voc. Ed. Delivery by School Boards	Rec. #12-13, Page 14-16
29.	Voc. Ed. - Goals	Rec. #12-13, Page 14-16
30.	Voc. Ed. - Strategic Plan	Rec. #12-13, Page 14-16
31.	Voc. Ed. - Evaluation	Rec. #12-13, Page 14-16
32.	Physical Education - Policy	Rec. #36, Pages 37-38
33.	Physical Education - Sharing Equipment	Rec. #36, Pages 37-38
34.	Physical Education - Sharing Personnel	Rec. #36, Pages 37-38
35.	Safety	Rec. #37, Page 39
36.	Community Use of Schools	Rec. #41, Page 42
37.	Uniform Policy	Rec. #41, Page 42
38.	U.P.E.I. Teacher Candidates	Rec. #38, Page 40
39.	Merit Pay	See pages 44-45
40.	Career Ladders	See pages 44-45
41.	Tenure - Portability	Rec. #29, page 33
42.	Teacher Mobility	Rec. #29, page 33
43.	Teacher Professional Development	Rec. #26, pages 28-31
44.	"Little Red School House"	See page 45
45.	Professional Development Fund	Rec. #26, pages 28-31
46.	Administrator Certification	Rec. #28, page 32
47.	Administrator - Training	Rec. #28, page 32
48.	Administrator - Prof. Devel. Plan	Rec. #26, page 28-31
49.	Administrator - Mobility	See pages 40-41
50.	Administrator - Return to Teaching	Rec. #39, pages 40-41
51.	S.T.A. Leadership Role	Rec. #25, pages 27-28
52.	School Board Elections - Administration	Rec. #24, pages 25-27
53.	Election of Trustees	Rec. #23, pages 25-27
54.	Replacement of Trustees	Rec. #23, pages 25-27
55.	Number of Trustees - Unit 5	See page 26
56.	Term of Office - Trustees	Rec. #23, pages 25-27
57.	Election - every 3 years	Rec. #23, pages 25-27

58.	Date of Trustee Elections	Rec. #23, Pages 25-27
59.	Successive Terms - Trustees	Rec. #23, Pages 25-27
60.	Minister Appointment to Boards	See page 46
61.	Trustee - In-Service	Rec. #25, Pages 27-28
62.	School Board Meetings - Open	Rec. #33, Page 36
63.	Compensation for Trustees	See page 46
64.	Trustees Meet With Minister	Rec. #40, Page 41
65.	Training - Senior Administrators	See page 47
66.	Superintendents - Contracts	Rec. #27, Pages 31-32
67.	Superintendents - Pay Scale	See page 47
68.	Board - 5 year Plan	Rec. #5, Page 5
69.	Purposes and Duties in School Act	See page 47
70.	Department - Statement of Goals	Rec. #1, Page 4
71.	Department - Goal Review	Rec. #2, Page 4
72.	Department - 5 Year Plan	Rec. #3, Page 4
73.	Department - Communicating Goals	Rec. #4, Page 5
74.	Department - Review Human Resources	Rec. #6, Pages 5-6, Rec.#20,Page 22
75.	Department - Staff Complement	Rec. #6, Pages 5-6
76.	Department - Staff Time Limit	Rec. #6, Page 5-6
77.	School Evaluation	Rec. #22, Page 25
78.	Staffing Models	Rec. #7-8-9, Pages 6-13
79.	Human Rights/Multiculturalism	Rec. 32, Page 36
80.	Private Schools	See pages 43
81.	Substitute Teachers - Salaries	See pages 48
82.	Substitute Teachers - Parity	See pages 48
83.	Principal - Parent Involvement	Rec. #30, Pages 33-34
84.	Home & School Parent Involvement	Rec. #30, Pages 33-34
85.	Consultation Committee/Council	Rec. #30, Pages 33-34
86.	Meetings - Open to Public	See pages 48-49
87.	School Evaluation Criteria	Rec. #22, Page 25
88.	Home & School - Funding	Rec. #19, Pages 42-43

89.	Parent Choice of School	Rec. #42, Pages 42-43
90.	Women - Job Statistics	See page 49
91.	Women - Affirmative Action	Rec. #31, Page 35
92.	Women - Program Evaluation	Rec. #31, Pages 32 + page 49
93.	Women - Leadership Seminars	Rec. #31, Pages 32 + page 49

Pupil Age at School Entrance—How Many Are Ready for Success?

JAMES K. UPHOFF AND JUNE GILMORE

Children who are developmentally unprepared to cope with school face disadvantages that may become lifelong.

Many well-meaning but ill-informed parents and educators are pushing young children into our school systems too soon. Being bright and being ready to begin formal schooling are two very separate issues. When children enter school before they are developmentally ready to cope with it, their chances for failure increase dramatically.

Research on Academic Success of Early Entrants

Much of the research we will review compares elementary school children who at the time they entered school were less than five years three months of age when enrolled in kindergarten or six years three months when enrolled in 1st grade (often called "summer children" because their birthdays fall between June and September) with children who were as much as six years three months old at kindergarten entrance or seven years three months when they started 1st grade. To summarize this research very briefly:

1. The chronologically older children in a grade tend to receive many more above-average grades from teachers than do younger children in that grade.

2. Older children also are much more likely to score in the above-average range on standardized achievement tests.

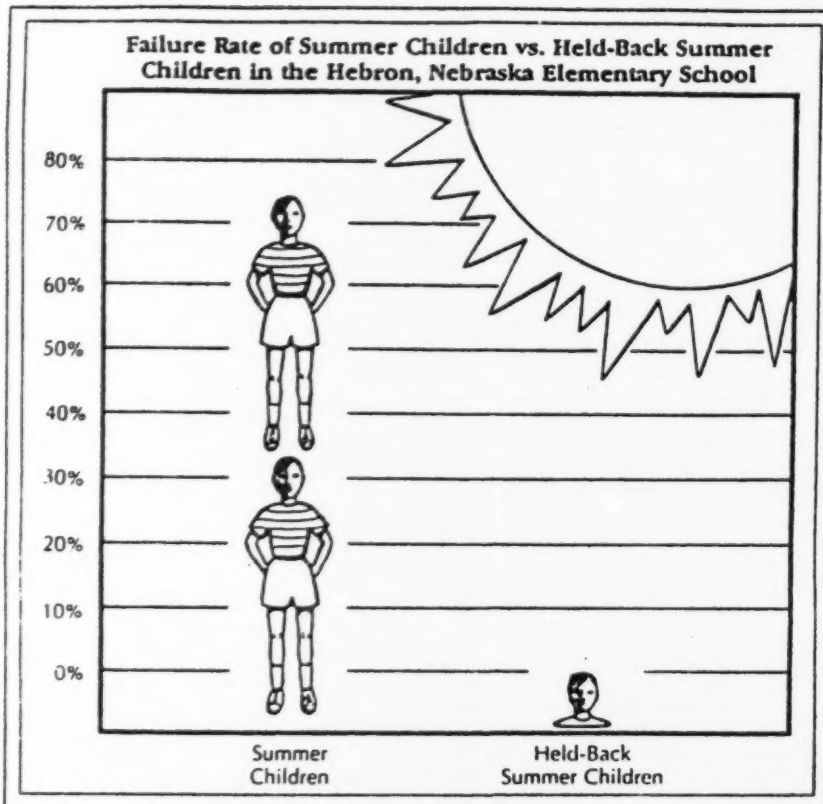
3. The younger children in a grade are far more likely to have failed at least one grade than are older children.

4. The younger children in a grade are far more likely to have been referred by teachers for learning disabilities testing and subsequently have been diagnosed as being learning disabled than are older students in a grade.

5. The academic problems of younger children who were developmentally unready at school entrance often last throughout their school careers and sometimes even into adulthood.

For example, a study of 278 pupils in the Hebron, Nebraska, Elementary School (Uphoff, 1985) found that 23 percent of the population had birthdays between June 1 and October 15, the cutoff date for that state. Another 9 percent were born in the same time period but had been held back for one year *before* starting school. The youngest group (summer children: SC) made up 75 percent of the school's failure population, while *none* of the held-back summer children (HBSC) had failed a grade.

That study also found that although the SC had a higher average IQ (girls, 115; boys, 107) than the HBSC (girls,



101; boys 100), the latter group achieved the same (boys) or higher (girls) average cumulative percentile scores on the Iowa Test of Basic Skills. Thus, the less bright but older and developmentally more mature pupils were able to do more with the ability they had than were the brighter, younger students.

One explanation could be that the SC girls were found to be off-task more than three times as often during large-group mathematics classes as the HBSC girls. For boys the gap in attentiveness was smaller but still significant; younger ones were off-task almost twice as much as older boys. Also of interest was the finding that the "middle-agers" fell into the median range of off-task behavior, thus indicating a direct correlation between pupil age and ability to be attentive.

A longitudinal study in Wapakoneta, Ohio, compared summer children who had started school when first eligible with those whose parents delayed their start by one year (Gilmore, 1984). All pupils had completed at least 3rd grade and some 6th grade, so four to seven years of data were available. Figure 1 clearly shows how grade-level equivalent scores on the Iowa Test favored the older, more mature pupils.

Gilmore also examined all teacher-assigned grades, which often include pupil maturity (cooperation, attitude, effort, and so on) as a factor. Again, the results favored the older pupils who were more ready for school when they started. Sixty percent of the SC girls and 100 percent of the HBSC girls received above- average grades, as did 47 percent of the SC boys and 81 percent of the HBSC boys.

Huff (1984) reported that a group of "at-risk" children identified in a 1980 kindergarten readiness assessment in Fairbrook Elementary (Beavercreek, Ohio) were followed as they progressed through the grades. Fifteen parents had delayed their child's start by one year; 21 had not. Using early 2nd grade test data (2.0 = on target) from the Iowa Test of Basic Skills, Huff found that the delayed starters had a cumulative grade level equivalent score of 2.6, while the early starters had reached only the 2.1 level. The other key factor was that because 15 of the 21 early starters had been retained at least once, the younger group had been in school an average of six months more to achieve five months less than the older group.

In a study of all 154,000 pupils in the Hawaii Schools, where December 31 is the cutoff date for school entrance, Diamond (1983) found that December-born children were twice as likely to have been diagnosed as specifically learning disabled as were the January-born pupils.

Finally, a study of 11th grade honor English students focused on the results of their work on a nine-week term paper project. The papers were evaluated carefully following a detailed analysis plan (an average of 65 minutes per paper). Of the 34 students, 71 percent of the oldest seven earned an "A" while only 14 percent of the youngest seven students received the same grade. All were bright, but some—the youngest—lacked the self-discipline and maturity to perform up to capacity (Uphoff, 1984).

Damaging Consequences Documented in Other Areas

The problem of early entrance has grown worse since 1957, when Sputnik provided the impetus for the "curriculum shove-down," which has resulted in kindergarten now teaching much of what used to be presented in the first grade. However, researchers have been aware of the problem for years.

As a result of his study of 500 K-12 pupils in Montclair, New Jersey, Forester (1955) reported that:

> ... those pupils who were *very bright but very young* at the time of school entrance did not realize their potential. They tended to be physically immature or emotionally unstable, or they would cry

Figure 1. Comparison of Grade-Level Equivalent Scores of Summer Children and Held-Back Summer Children on the Iowa Test of Basic Skills.

Grade-Level Equivalent Score Levels	Boys		Girls	
	SC	HBSC	SC	HBSC
Above-Average	27%	79%	22%	71%
Average	33%	8%	50%	29%
Below-Average	40%	13%	28%	0%

SC = Summer Children (early starters)
HBSC = Held Back Summer Children (delayed starters)

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"The less bright but older and developmentally more mature pupils were able to do more with the ability they had than were the brighter, younger students."

easily. And socially, they seldom showed leadership. From junior high school on, 50 percent of them earned only "C" grades. On the other hand, generally the very bright late-school-entrance group excelled throughout their school careers.

. . . in many cases early entry may result in maladjustment in school, and even may have an adverse effect on adult life.

Mawhinney (1964) reported on why the Grosse Point, Michigan, Schools abandoned an early entrance program for very bright children as a result of data obtained from their 14-year longitudinal study. The results:

1. Nearly one-third of early entrants turned out to be poorly adjusted.
2. Only one-twentieth of early entrants were judged to be outstanding leaders at the end of the experiment.
3. Nearly three out of four were considered entirely lacking in leadership.

Approximately *one in four* of the *very bright* early school entrants was either *below average* in school or had to *repeat a grade*.

Gott (1963) studied 171 California children who were about four years nine months of age at school entrance (Group A) and another 171 who were about a year older when they entered school (Group B). All were ranked on a 10-point scale measuring socio-emotional development. Four times as many A's as B's were in the *lowest* rank. According to records and faculty reports, Group B pupils were judged higher on leadership than the younger entrants.

In presenting the pros and cons of required preschool for all children, Soderman (1984) notes the "cognitive sifting down" of the curriculum over the past years. She observes that:

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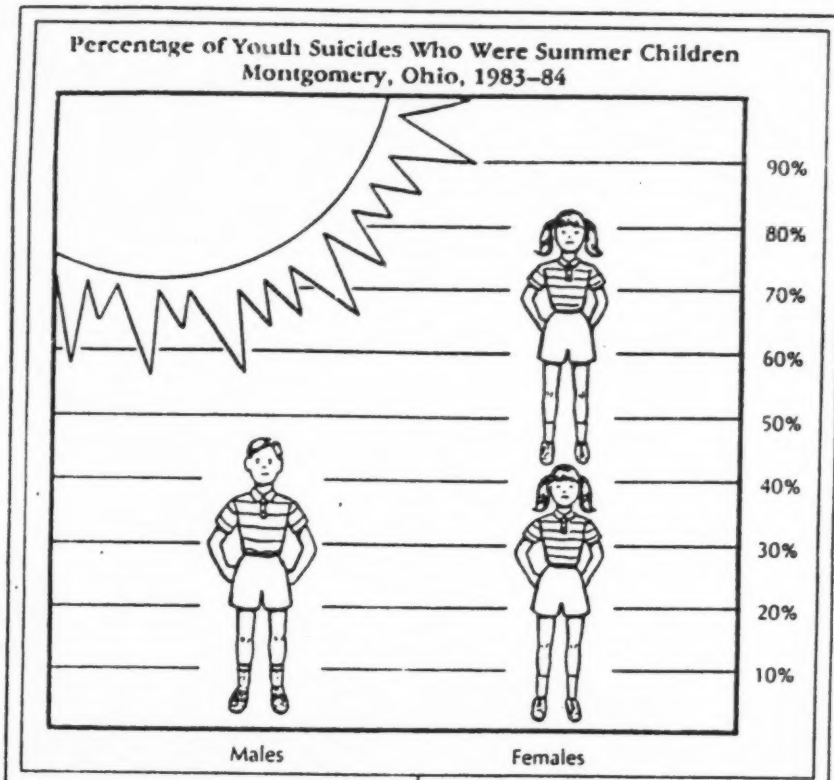

Children at 4 and 5 . . . have a genuine need to play, and the quality and quantity of the time they spend playing are later seen (or observed to be lacking) in their creative thought, ability to make decisions, and potential for coping with stressful situations. . . . The American Academy of Pediatricians has expressed concern about the dramatic increase of "stress-related" symptoms being seen in young children.

Campbell (1984), head of the bureau of child development at the New York State Department of Education, says that demanding kindergartens create too much stress for the youngsters and can have damaging consequences. Phi Delta Kappa's *Practical Application of Research* concludes in its summary:

> At present, teacher agendas and ideologies about what adults think children ought to be learning ("reading readiness" at age 3!) result in inappropriate and deficient experiences for children.

Knowing of such results as these and of the major increase in youth suicides in America over the past 20 years (about the time the curriculum was "sifted downward"), we decided to conduct a pilot study (Uphoff and Gilmore, 1984) in Montgomery County, Ohio. We studied all youth suicides (25 years of age and under) occurring in 1983 and during the first half of 1984. Summer children make up almost 35 percent of total births per year in Ohio. Of the male youth suicides, at least 45 percent were summer children; when the October- and November-born males who started school even younger are added to the figures, the percentage increases to 55. The percentage of female suicides who had been summer children was a startling 83 percent.

Should these figures continue to hold when a larger study is concluded, the message is very strong and clear for educators and parents. Perhaps Ames and Ilg (1979) captured it best when they wrote:

> Birthday or chronological age is no guarantee of readiness for school. Our position is that the child's behavior age, not his birthday age, should determine the time of school entrance and of subsequent promotion.

Possible Actions

That a problem exists is quite clear. Fortunately, there are several possible ways to reduce the magnitude of the "unready" child's problem.

First, states can change the cutoff date for school entrance; in fact, one-third have already done so. In the last decade at least 17 states have moved their cutoff date from late fall-early winter to much earlier in the fall or even late summer. For example, in 1980 the date in Kentucky was December 31 (must be age five on or before); it is now October 1. Oklahoma changed from November 1 to September 1 in 1980. West Virginia did the same in 1983.

Swartz and Black (1981) have been working for years to get Illinois to change its starting date from December 1 to September 1. Their study of learning disabled children in West Central Illinois found a normal distribution of birthdates for school entrance "except for the September to November quarter which was 71 percent higher." They conclude that "an adjustment in school entrance age can be viewed as proactive and one that considers only research and sound educational principles."

A second possible action is for schools to use a well-designed pupil developmental assessment process to determine children's readiness to enter kindergarten or to be promoted to 1st grade. Such a screening process takes time, personnel, and equipment, but may be well worth the effort.

Third, parents could hold their "too young" children for another year before entering them in school. The right kinds of preschool or head start programs (play emphasized) and good home enrichment experiences are often very helpful and prevent undue stress, frustration, and failure. The Ypsilanti Head Start longitudinal study clearly shows that such preschool programs with play as the vehicle for learning make a big difference later on (Hansen, 1984).

Fourth, schools could "kick the curriculum back upstairs" where it used to be. Parents in Racine, Wisconsin, are pushing their schools to reduce academic pressure in the early grades. The experience of several European nations clearly shows that delaying the start of reading and mathematics instruction until all children are older (and many more are ready) helps all to learn better and faster. (Those that are truly ready to read earlier should, of course, be given the opportunity but not be pushed.)

"The present situation has built-in expectations and requirements that are simply too much too soon for too many young children."

A fifth consideration, and one chosen by many schools, is to assign developmentally unready children to a special kindergarten, pre-first grade, junior-first grade, or similar program that offers five years of primary education instead of the more usual four (K-3) years. For example, Project First Chance (a special kindergarten) in the Lamar Consolidated School District (Rosenberg, Texas) uses the Arizona Behavior Analysis Criterion-Referenced Utilization Scale (ABACUS) through the University of Arizona Special Education Department. The Optional Kindergarten program of the West Des Moines Community Schools provides a planned pre-kindergarten program for "unready" five-year-olds. The Coldwater (Ohio) Schools have a half-day "pre-primary" class for the 20–25 percent of children who were in kindergarten but are not ready to move on to the 1st grade. Other districts have full-day "junior first grades." A few even repeat the regular kindergarten.

Another alternative—repeating a grade—has been found to work well with many children under certain conditions. If failure is stressed—especially that of the child—the repeat will be less likely to produce positive results. However, when parents assume the burden and responsibility for the repeat, the odds of successful results are much improved. For example, the parents might explain to their child, "We goofed! We started you too early, and now we want you to have a chance to catch up with yourself so that learning can be fun and easier for you." Many researchers believe that the earlier in school a child repeats a grade, the greater the chances for long-range success.

Too Much Too Soon for Too Many

Obviously, the present situation has built-in expectations and requirements that are simply too much too soon for too many young children. *Newsweek*'s 1983 cover story on "Bringing Up Superbaby" contends that intense early learning is drawing fire from psychologists not only because it does not live up to its claims but also because it may impede other skills. The article quotes Craig Ramey of the University of North Carolina, "Pressure for academic achievement can take away something from other agendas such as the development of social skills." The article continues:

> Even worse, early education may backfire. A sure prescription for trouble is making learning stressful. Scientists don't know exactly how information gets into the brain, but there are hints that experiences infused with unpleasant emotions never reach the memory banks. If an hour with the cue cards makes the child anxious, that lesson may never be learned—and future lessons will be less effective.

Ilg and Ames (1951) of the Gesell Institute summarized the problem of the "unready" child when they observed, over 30 years ago, that too often we attack the child's attitude by saying, "He could do better if he would" when it would be more accurate to say, "He would do better if he could."□

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